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Groups with Historically High Incidences of Unemployment

1985 Report to the Congress Required by
Section 4 (d) (3) of the Fair Labor Standard Act

Submitted to Congress 1986

U. S. Department of Labor
Employment Standard Administration

COMPLETED

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ORIGINAL



Groups with Historically High Incidences of Unemployment

**1985 Report to the Congress Required by
Section 4 (d) (3) of the Fair Labor Standard Act**

Submitted to Congress 1986

**U. S. Department of Labor
William E. Brock, Secretary**

**Employment Standards Administration
Susan R. Meisinger, Deputy Under Secretary**

U.S. DEPARTMENT OF LABOR

SECRETARY OF LABOR
WASHINGTON, D.C.

June 20, 1986

THE HONORABLE THE PRESIDENT OF THE SENATE
THE HONORABLE THE SPEAKER OF THE HOUSE OF REPRESENTATIVES

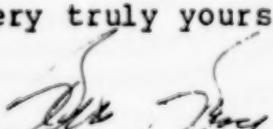
Gentlemen:

I have the honor to present herewith the report required under Section 4(d)(3) of the Fair Labor Standards Act which reads as follows:

The Secretary shall conduct a continuing study on means to prevent curtailment of employment opportunities for manpower groups which have had historically high incidences of unemployment (such as disadvantaged minorities, youth, elderly, and such other groups as the Secretary may designate). This first report of the results of such study shall be transmitted to Congress not later than one year after the effective date of the Fair Labor Standards Amendments of 1974. Subsequent reports on such study shall be transmitted to the Congress at two-year intervals after such effective date. Each such report shall include suggestions respecting the Secretary's authority under section 14 of this Act.

This is the sixth report submitted under Section 4(d)(3) and it follows the same format as previous reports.

Very truly yours,


WILLIAM E. BROCK

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Enclosure

Report to the Congress In Accordance with Section 4(d)(3) of
the Fair Labor Standards Act

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INTRODUCTION

The 1974 Amendments to the Fair Labor Standards Act (FLSA) included a provision--Section 4(d)(3)--which requires the Secretary of Labor to report to Congress biennially on selected labor force groups which have had historically high incidences of unemployment. Concern was expressed by members of Congress that periodic increases in the minimum wage may reduce employment opportunities for minorities, the elderly, veterans, and in particular, youth. Besides focusing on employment problems, the report also describes the present employment and training programs, the provision under Section 14 of the FLSA permitting employment at wage rates lower than the statutory minimum under certain circumstances, certification by the Secretary of Labor under Section 11(d) of the FLSA of industrial homework activity, and an update on the illegal immigration picture. This report covers the period Calendar Year 1982 through Calendar Year 1984.

GROUPS WITH HISTORICALLY HIGH INCIDENCES OF UNEMPLOYMENT

Women, blacks, persons of Hispanic origin, teenagers, young adults, younger Vietnam-era veterans, and older workers (65 or over) have historically experienced serious unemployment problems. Section 4(d)(3) of the Fair Labor Standards Act has cited these groups as having "historically high incidences of unemployment," thereby requiring particular attention. The unemployment rate for the total civilian labor force decreased from 9.7 percent in 1982 to 7.5 percent in 1984, as all major demographic subgroups experienced significant declines. As shown in Table I, the unemployment rates in 1984 declined to 7.6 percent for women; 15.9 percent for blacks; 10.7 percent for Hispanics; 18.9 percent for teenagers; 11.5 percent for young adults, those 20-24 years of age; 11.3 percent for younger Vietnam-era veterans; and 3.3 percent for older workers, 65 years and over.

The unemployment rate for youth in the 16-19 age group dropped markedly from 1982, when it was 23.2 percent, to 18.9 percent in 1984. Their rate, however, was still two and a half times the rate for the entire civilian labor force. Despite improvements over the 2-year period, the unemployment rate for black teenagers remained the highest of any worker group--42.7 percent in 1984. Once blacks reached the 20-24 age group, their unemployment rate dropped to a still high 25.6 percent. For the age groups beyond 24 years, black jobless rates declined gradually for each 10-year interval to age 65 and over for men and to age 55 and above for women. Hispanic teenagers, with a rate of 23.7 percent in 1984, performed much better in the job market than black youth, but still worse than white teens (16 percent).

Total Employment

From 1982 to 1984, total civilian employment rose by 5.5 million to 105.0 million, with the increase for men (2.8 million) slightly exceeding that for women (2.7 million). Industries showing sensitivity to the business cycle, such as construction and manufacturing, recorded large job gains between 1982 and 1984. Durable goods industries, especially transportation equipment and electrical equipment, experienced marked employment resilience over the 2-year period. Business services also showed a large job increase, especially in building maintenance, personnel supply, and computer data processing.

Employment changes over the 1982-84 period differed sharply among the population groups studied here. Black employment rose about 930,000, or 10 percent, compared with a 5-percent increase for whites. Employment of Hispanic origin persons rose approximately 13 percent. On the other hand, employment decreased slightly for

Table I. Unemployment and unemployment rates by selected demographic characteristics, 1982 and 1984 annual averages

<u>Category</u>	Number unemployed (in thousands)		Percent change	Unemployment rates	
	1982	1984		1982	1984
<u>Total</u>	10,678	8,539	- 20.0	9.7	7.5
<u>Sex</u>					
Male	6,179	4,744	- 23.2	9.9	7.4
Female	4,499	3,794	- 15.7	9.4	7.6
<u>Race</u>					
Black	2,142	1,914	- 10.6	18.9	15.9
White	8,241	6,372	- 22.7	8.6	6.5
<u>Hispanic origin 1/</u>	915	778	- 15.0	13.8	10.7
<u>Male Vietnam-era veterans</u>					
25-29 years	171	51	- 70.2	15.3	11.3
30-34 years	245	125	- 49.0	8.8	7.6
35-39 years	207	171	- 17.4	7.2	5.4
40 years and older	74	96	+ 24.3	5.5	4.5
<u>Teenagers</u>					
16-19 years	1,977	1,499	- 24.2	23.2	18.9
<u>Young adults</u>					
20-24 years	2,392	1,838	- 23.2	14.9	11.5
<u>Older workers</u>					
65 years and older	107	97	- 9.3	3.5	3.3
<u>Occupational breakdown</u>					
Managerial and professional specialty	789	663	- 16.0	3.3	2.6
Technical sales and administrative support	2,014	1,706	- 15.3	6.1	5.0
Service occupations	1,628	1,413	- 13.2	10.8	9.1
Precision production, craft, and repair	1,403	1,051	- 25.1	10.6	7.5
Operators, fabricators, and laborers	3,314	2,193	- 33.8	16.7	11.5
Farming, forestry, and fishing	349	332	- 4.9	8.5	8.5

1/ Data have been revised as the result of the introduction of new population controls in January 1985.

SOURCE: U.S. Department of Labor, Bureau of Labor Statistics.

Table II. Civilian labor force, labor force participation rates, and employment/population ratios, by selected demographic characteristics, 1982 and 1984 annual averages

<u>Category</u>	Civilian labor force (in thousands)		Civilian labor force participation rates		Civilian employment/ population ratios	
	<u>1982</u>	<u>1984</u>	<u>1982</u>	<u>1984</u>	<u>1982</u>	<u>1984</u>
<u>Total</u>	<u>110,204</u>	<u>113,544</u>	<u>64.0</u>	<u>64.4</u>	<u>57.8</u>	<u>59.5</u>
<u>Sex</u>						
Male	62,450	63,835	76.6	76.4	69.0	70.7
Female	47,755	49,709	52.6	53.6	47.7	49.5
<u>Race</u>						
Black	11,331	12,033	61.0	62.2	49.4	52.3
White	96,143	98,492	64.3	64.6	58.8	60.5
<u>Hispanic origin 1/</u>	<u>6,633</u>	<u>7,247</u>	<u>63.6</u>	<u>64.9</u>	<u>54.9</u>	<u>57.9</u>
<u>Male Vietnam-era veterans</u>						
25-29 years	1,116	452	93.0	94.6	78.8	83.9
30-34 years	2,786	1,654	95.8	95.7	87.3	88.4
35-39 years	2,873	3,183	96.9	96.7	89.9	91.5
40 years and older	1,348	2,141	87.4	88.5	82.6	84.5
<u>Teenagers</u>						
16-19 years	8,526	7,943	54.1	53.9	41.5	43.7
<u>Young adults</u>						
20-24 years	16,082	16,046	77.1	77.6	65.7	68.7
<u>Older workers</u>						
65 years and older	3,030	2,933	11.9	11.1	11.5	10.7

1/ Data have been revised as the result of the introduction of new population controls in January 1985.

Note: Detail may not add to totals due to rounding.

SOURCE: U.S. Department of Labor, Bureau of Labor Statistics

teenagers, as a result of a declining population, and for persons age 65 and over. It increased about 4 percent for 20-24-year-olds.

Between 1983 and 1984 employment of Vietnam-era veterans rose 2-1/2 percent compared with 4 percent for all civilian workers. (Note: 1982 to 1984 comparisons should not be made on veteran/nonveteran data because 1980 census population figures could not be introduced for these groups until 1983.) Because of the aging of the veteran population, employment of younger veterans (25-29 and 30-34 years of age) decreased between 1983 and 1984, while there were large increases for those age 35 and over. The male Vietnam-era veteran group is not only aging but has generally been assimilated into the labor force. When male Vietnam-era veterans age 25-29 are compared with nonveterans of the same age group, however, despite substantial percentage declines for the veterans over the 1983-84 period, the unemployment rate for nonveterans was still much lower (4 percentage points). This difference narrowed to less than 2 percentage points for 30-34 age grouping and disappeared altogether for 35-39 year-olds (Table A-5). (No data have been found covering the years under study on how disability may affect employment opportunities for Vietnam veterans.)

Occupations

The economic improvement, in terms of lowered unemployment, occurred mainly in the 1983-1984 period. There was almost no change in unemployment between 1982 and 1983 based on annual averages. The joblessness decrease was more pronounced in blue-collar occupations where blacks and Hispanics are concentrated. For example, machine operators, assemblers, and inspectors account for about 11 percent of black employment and 13 percent of Hispanic employment. In 1983-84, the unemployment rate for blacks in this category dropped by one-third to 15.7 percent, while the Hispanic rate in the same occupational category fell by one-fifth to 12.7 percent.

Excluding private households and protective services, approximately 19 percent of black employment and 15 percent of Hispanic employment occur in services. In the 1983-84 period, the black unemployment rate dropped from 19.6 to 16.5 percent, while the Hispanic rate in this job category fell by one-fifth to 9 percent (Tables A-6, A-6a).

As shown in table A-6, blacks comprise a much smaller proportion of the precision production, craft and repair occupational category than do whites or Hispanics. Although declining from about 19 to 13 percent, the unemployment rate for blacks in this occupational group was still high in 1983-1984. Approximately 14 percent of Hispanic employment is in these higher skilled blue-collar jobs. The unemployment rate for Hispanics in this

occupational group dropped from about 13 percent in 1982 to 9 percent in the 1983-84 period.

The percentage of black and Hispanic employment in technical, sales and administrative occupations lags behind white employment. The difference is marked in sales jobs, which account for only 6 percent of black and 8-9 percent of Hispanic employment, versus 13 percent of white employment. Yet, the unemployment rate for black sales workers, at 16.5 percent, was three times that for all sales workers in 1984. The Hispanic unemployment rate in the sales occupations decreased from approximately 11 to 9 percent (Tables A-6, A-6a).

Unemployment by Reason and Duration: Work Experience during Calendar Year

The recent growth of job opportunities in the economy was accompanied by changes in the reasons for unemployment. In 1982, nearly three of every five unemployed persons were out of work because they had lost their last job. By 1984, this reason accounted for slightly more than one of every two of the total unemployed. By contrast, the proportions of unemployed due to persons leaving their last job rose from 8 to 10 percent, and the proportions of unemployed due to labor force reentry and new entry also rose.

There was also a relative increase in the number of persons working 41 hours or more (from 22.8 to 26.1 percent) in the two years ending in December 1984. The proportions of persons at work part time for economic reasons, on voluntary part time, and on full-time schedules of 40 hours or less all reflected small declines in this period (Table A-12).

Expanding economic activity diminished other measures of worker distress. The percentage of the labor force undergoing unemployment at some time during calendar year 1984 was 17.4 percent, as compared to 22 percent in 1982. This was a reduction of nearly 5.0 million in the number of persons experiencing unemployment. (Table A-9).

The average duration of unemployment increased between 1982 and 1984--from 15.6 to 18.2 weeks. However, the 1984 figure does represent a retreat from the 20-week peak reached in 1983. As the economy begins to turn around, there is a time lag before those who are unemployed are able to secure jobs. As the recovery continues, the average (mean) duration of unemployment will fall. While economic conditions began to improve in 1983, many of those workers who became unemployed in 1982 were still unemployed in 1983 and experienced some job market search problems before they returned to employment (Table A-8). When 1984 is compared to 1982, every age group as well as racial group had higher

unemployment durations with the exception of teenagers, though every group was below 1983 highs.

Long-term unemployment, defined as being unemployed for 27 weeks or more, moved in a similar fashion over the 1982-84 period. About 19 percent of those unemployed in 1984 were jobless for 27 consecutive weeks or more. This reflected a sizeable reduction from the 24 percent reported for 1983, but was up from 17 percent in 1982. It should be noted that 1984 was the first time in five years that the proportion of unemployed for 27 weeks or more showed a reduction on a year-to-year basis.

Short-term unemployment is defined as unemployment of less than five weeks. The relative size of this category tends to increase in an expanding economy. The increased availability of jobs reduces the extent of unemployment for most of the job seekers. Moreover, a more viable economy will tend to encourage many persons to seek employment. Consequently, the proportion of total unemployed who were unemployed for less than a month increased from 1982 to 1984 (Table A-13).

Discouraged Workers

Long periods of idleness cause workers to abandon looking for work because they perceive no jobs to be available. These workers, as well as others not looking for work because they think it is impossible to find a job, are defined as "discouraged workers." To be counted as discouraged, a person not in the labor force must want a job and must have one of the following principal reasons for not looking for work: (1) believes no work is available; (2) could not find work; (3) lacks schooling, training, skills or experience; (4) employers think the worker is too young or too old; or (5) has other personal handicaps in finding a job. These workers are not included in the unemployment estimates because they are not currently (in the past four weeks) seeking work.

As job opportunities expanded in 1983-84, the labor force also expanded markedly. This situation was borne out by the decline in the estimate of discouraged workers, from 1.6 million in 1982 to 1.3 million in 1984, a drop of 18 percent.

Summary

The improvement in the economy in 1984 has resulted in lowering the severity of unemployment for all groups with historically high incidences of unemployment. Nevertheless, youth joblessness, especially among black teenagers of both sexes, still remains high. Adult women, Hispanics and older blacks have experienced greater success in finding work.

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Table III. Distribution of discouraged workers, by selected demographic characteristics, annual averages, selected years, 1974-84

Characteristic	Numerical Distribution (in thousands)					Percent Distribution				
	: 1974	: 1978	: 1980	: 1982	: 1984	: 1974	: 1978	: 1980	: 1982	: 1984
Total	695	863	993	1,568	1,283	100.0	100.0	100.0	100.0	100.0
Male	230	311	359	587	489	33.1	36.0	36.2	37.4	38.1
Female	465	552	634	981	794	66.9	64.0	63.8	62.6	61.9
Black	151	254	275	482	414	21.7	29.4	27.7	30.7	32.3
White	527	597	673	1,042	823	75.8	69.2	67.8	66.5	64.1
Selected age groups										
16-19 years	123	133	175	238	156	17.7	15.4	17.6	15.2	12.2
20 to 24 years	103	117	156	241	235	14.8	13.6	15.7	15.4	18.3
65 years and over	101	132	124	148	108	14.5	15.3	12.5	9.4	8.4
Hispanic Origin 1/	N.A.	56	67	98	94	N.A.	6.5	6.7	6.3	7.3

1/ Data have not been revised to reflect the introduction of new population controls in January 1985.
 SOURCE: U.S. Department of Labor, Bureau of Labor Statistics.

EMPLOYMENT AND TRAINING ADMINISTRATION ACTIVITIES

Employment and Training Administration (ETA) programs provide job placement services, skill training, and other employability assistance to various groups with historically high incidences of unemployment. These include economically disadvantaged youth and adults, welfare recipients, and unemployed individuals. Among these programs are the Job Training Partnership Act (JTPA), the Job Service, Unemployment Insurance and the Work Incentive Program. This report covers FY 1983 and FY 1984 which covers the final year under the Comprehensive Employment and Training Act (CETA) (FY 1983) and the inception of the Job Training Partnership Act (JTPA).

Job Training Partnership Act

JTPA was enacted into law in October 1982 and became fully operational a year later. FY 1983 was primarily a period of preparation for the new law and the phase-out of CETA. While JTPA builds on the experience of past employment and training programs, it represents a substantial departure from earlier approaches, particularly in terms of the new institutional relationships reflected in the delivery system, which provides Governors' responsibility for the program and gives private sector business a major role in guiding local programs and in the emphasis on the system's performance in training enrollees for placement in the private sector.

When JTPA went into effect on October 1, 1983, the legislation provided for a 9-month transition period through June 30, 1984 before shifting to a program year basis to begin on July 1, 1984 and each subsequent year.

FY 1984 marked the first year of ETA's administration of JTPA. Among some of the major changes under the Act was a shift to forward funding of training and employment programs. The FY 1984 appropriation provided funding for 21 months, with \$2.9 billion to support the transition period of 9 months running from October 1, 1983 to June 30, 1984, and \$3.6 billion to support the first full program year covering the period of July 1, 1984 through June 30, 1985.

Title II-A, which provides for a system of block grants to the States for training and related services generally for the economically disadvantaged, served approximately 615,000 persons during the 9-month transition period. Expenditures for training, during the transition period, accounted for 74 percent of total expenditures--exceeding the 70 percent required by law. The major types of services provided to participants in JTPA are classroom training, on-the-job training, and job search assistance. The legislation requires that at least 40 percent of the funds

under this title be used for youth. Approximately 94 percent of enrollees were economically disadvantaged and a high proportion were welfare recipients and members of minority groups--groups with historically high rates of unemployment (Table IV). A separate provision (Title II-B) provides for a summer youth program which supports jobs and training for disadvantaged youth. Over \$824 million was provided for the Summer 1984 program.

Title III of JTPA, which authorizes a new program for dislocated and long term unemployed workers including those who have lost their jobs due to plant closings, technological change and import competition served a total of approximately 96,000 persons during the transition period. Dislocated worker programs are designed to provide on-the-job training, classroom training, job search assistance, and other necessary support services to enable dislocated workers to qualify for and be placed in new jobs in the private sector.

Title IV of JTPA authorizes several national programs serving groups that the legislation identified as in need of special services because of the particular disadvantages they encounter in the job market. The Job Corps, authorized under this title, provides a wide range of training, education, and support services in residential centers, for disadvantaged youth ages 16 to 21. During the transition period, the Job Corps operated a total of 107 training centers which served approximately 83,000 participants.

The Indian and Native American Employment and Training program under JTPA Title IV supports a wide variety of training and employment services through grants to Indian Tribes, other Native American communities and various related organizations. Approximately 20,000 Indians and Native Americans were served during the transition period.

The Migrant and Seasonal Farmworker Program, also under Title IV, provides services to migrants and seasonal farmworkers, ranging from job training to emergency assistance, health and medical care, and nutritional service. During the transition period, the program served an estimated 30,200 persons.

Final Year Under CETA

During FY 1983, disadvantaged persons and other groups with historically high rates of unemployment were served under the CETA program in its final year. Outlays for the CETA system totaled \$3.9 billion, which provided training and employment assistance for over one million persons. Characteristics of the participants in the major CETA programs under State and local direction are shown in table V. In addition, the Job Corps served 97,000 seriously disadvantaged youth, and training and employment services were provided for 58,000 Indians and Native Americans and 70,000 migrant and seasonal farmworkers.

Table IV. Characteristics of participants in titles IIA and III
 during the transition period
 October 1, 1983-June 30, 1984
 (Percent distribution)

<u>Characteristics</u>	<u>Title IIA 1/</u>	<u>Title III 2/</u>
Total: Number	615,500	96,100
Percent	100	100
Male	50	68
Female	50	32
Age:		
Under 22 yrs.	39	5
22-54	59	88
55 and over	2	7
Education:		
School dropout	24	20
Student	14	2
High school graduate	62	78
Race/ethnic group:		
White	54	70
Black	32	22
Hispanic	10	6
Other	4	3
Limited English Speaking	4	2
Handicapped	8	3
UI compensation claimant	10	45
Economically disadvantaged	94	N/A
Receiving public assistance	41	N/A

NOTE: Totals may not add to 100 percent due to rounding.

1/ SOURCE: JTPA Annual Status Report and Job Training Longitudinal Survey (JTLS); U.S. Department of Labor, Employment and Training Administration.

2/ SOURCE: JTPA Annual Status Report; U.S. Department of Labor, Employment and Training Administration.

N/A - Not Available.

The Public Employment Service

The Federal-State Employment Service provides basic labor exchange services through the State Employment Service/Job Service agencies. Approximately 9.0 to 10.5 million persons received employment assistance services in 1983 and 1984, respectively. These services included counseling, testing, referral to supportive services, job development, and direct referral to job openings.

The Employment Service offices provide specialized services for certain groups. By law and regulation, veterans, especially Vietnam-era and disabled veterans, are given preference in all services leading to training and employment. Special efforts are also made to match capabilities of handicapped persons with the physical and mental demands of a job.

Employment Service offices in Fiscal Year 1983 registered 15.6 million applicants, of whom more than 3.2 million were placed in jobs. Nearly 1.1 million of those placed were members of minority groups, and over 450,700 were veterans.

The Employment Service administers the Targeted Job Tax Credit (TJTC) program which is intended to encourage employers to hire members of specified target groups. 1/ In 1983, the TJTC provided incentives in the form of credits against income tax liability for employers who hired individuals from 10 target groups. These groups are: economically disadvantaged youth aged 18 through 24; disadvantaged youth aged 16 through 18 participating in cooperative education programs; economically disadvantaged Vietnam-era veterans; disadvantaged ex-offenders (defined as those convicted of a felony and hired within 5 years after conviction or prison release); certain handicapped persons; Supplemental Security Income (SSI) recipients; general assistance recipients; eligible Work Incentive (WIN) and Aid to Families with Dependent Children (AFDC) recipients; and involuntarily terminated CETA employees who started work for employers before January 1, 1983. A new target group--economically disadvantaged summer youth employees, age 16 and 17--was added by the Tax Equity and Fiscal Responsibility Act. The credit for hiring involuntarily terminated CETA employees expired on December 1, 1982.

In FY 1983, approximately 430,000 persons in these target groups were certified under the Act and the number increased to 563,000 in FY 1984.

Work Incentive Program (WIN)

The Work Incentive Program (WIN), authorized in 1968 by amendments to the Social Security Act, provides employment, training

1/ This program expired December 31, 1985.

Table V. Characteristics of participants in CETA programs, FY 1983, by title
(percent distribution)

CHARACTERISTICS		Title II-B/C	Title VII-PSIP	Title IV-C Summer
TOTAL	(Number) (Percent)	1,025,268 100.0	7,385 100.0	786,492 100.0
Male		51.0	56.2	53.2
Female		49.0	43.8	46.8
Age:				
14-15 years		3.0	0.7	29.3
16-19 years		28.0	17.8	61.9
20-21 years		12.8	13.6	8.8
22-44 years		50.2	61.4	0.0
45-54 years		4.2	4.7	0.0
55 years and over		2.0	1.8	0.0
Education:				
School dropout		25.6	19.5	6.8
High school student		16.9	9.1	77.7
High school graduate		41.4	50.1	9.2
Post high school attendee		16.0	21.3	6.3
Public assistant recipient		27.3	24.4	37.6
Economically disadvantaged		97.7	96.3	99.7
Race/ethnic group:				
White		51.1	71.6	31.0
Black		32.7	20.5	46.3
Hispanic		11.9	6.0	18.4
Other		4.3	1.9	4.3
Limited English-speaking ability		4.4	1.5	4.6
Migrant or seasonal farmworker		0.6	1.1	0.6
Veteran Vietnam-era		3.1	4.4	0.0
Handicapped		8.3	8.8	7.8
Offender		8.7	7.8	2.9
Labor force status:				
Underemployed		3.9	6.2	1.4
Unemployed		78.5	74.4	33.8
Other		17.6	19.4	64.8
Unemployed insurance claimant		9.6	13.0	0.8

Note: Title II-B/C - Grants to communities to carry out training and employment programs.

Title IV-C: Grants for summer youth employment programs.

Title VII: A program emphasizing private sector training.

Source - U.S. DOL, ETA, Office of Financial Control and Management Systems.

and social services to assist recipients of AFDC to become self-supporting wage earners. WIN is jointly administered by the Departments of Labor (DOL) and Health and Human Services (HHS). All persons 16 years of age or over receiving AFDC benefits are required to register for the program unless exempted under the law.

In FY 1983 and FY 1984, approximately 1.0 million persons were registered annually in the WIN program of whom about one-third found unsubsidized jobs after they had received job search, training, child care, or other services.

Unemployment Insurance

Unemployment Insurance (UI), under the Federal-state UI system, provides immediate income support for covered workers who have lost their jobs and are still actively seeking new employment. Ninety-seven percent of all persons working for salaries and wages in the Nation--91 million workers--are provided protection against wage loss under this program. Although specific data concerning UI recipients from groups with historically high rates of unemployment are not available, it is likely that many of those receiving UI benefits are from these groups. During FY 1983, about \$29.1 billion in unemployment compensation was paid to some 10.1 million claimants. This was down to \$16.8 billion, paid to 7.7 million claimants, in FY 1984.

Trade Adjustment Assistance for Workers

The Trade Adjustment Assistance (TAA) program, under the Trade Act of 1974, provides training and employment assistance to worker adversely affected by imports. Assistance may include trade readjustment cash allowances, skills training, job search and relocation allowances, and other employability services. State employment security agencies act as agents for the Secretary of Labor in administering the benefit and service provisions of the Trade Act.

In FY 1984, approximately 23,000 workers under TAA applied for services at Employment Service offices, and 13,000 of them were provided services in the form of placement, training, job search and relocation. This compares to about 50,000 applicants in FY 1983, when services were provided for nearly 20,000 persons.

YOUTH EMPLOYMENT UNDER THE FAIR LABOR STANDARDS ACT

A basic minimum age of 16 years applies to employment in nonagricultural occupations subject to the child labor provisions of the Fair Labor Standards Act. The Act sets an 18-year minimum age for employment in nonagricultural occupations found and declared hazardous for the employment of 16- and 17-year-old minors. Seventeen hazardous occupations orders are in effect, seven of which provide exemptions for apprentices and student-learners. Nonagricultural employment of 14- and 15-year-olds is permitted outside school hours in certain nonmanufacturing, nonmining, non-hazardous occupations under the terms and conditions provided in Child Labor Regulation 3.

An exception from some of the Regulation 3 standards is provided for employment pursuant to the Work Experience and Career Exploration Programs (WECEP) for 14- and 15-year-old dropout-prone students. WECEP provides for school-supervised part-time work as an integral part of the education program to motivate the participants toward academic pursuits and/or to expose them to a range of work possibilities. Any State may conduct these programs upon approval by the Administrator of the Wage and Hour Division. In FY 1984, twenty States were approved to operate WECEP programs which applied to approximately 30,000 students.

For agricultural employment, the Act sets a 16-year minimum age for work during school hours and for work in agricultural occupations declared hazardous. A 14-year minimum age applies outside school hours to nonhazardous agricultural employment with an exception for 12- and 13-year-olds to work with written parental consent or on the same farm where their parents are working. Minors under 12 may be employed with written parental consent on farms where employees are exempt from the Federal minimum wage. The Act also provides for a waiver for local 10- and 11-year-old hand-harvesters of short-season crops for not more than 8 weeks between June 1 and October 15 outside school hours under specified terms and conditions.

As a group, young people continue to experience a disproportionately high rate of unemployment, even after adjusting for the fact that the primary activity of most is education. Prolonged periods of unemployment among many youths not in school often lead to serious long-term consequences. First, sustained unemployment can tempt some youth to channel their energies and ambitions into antisocial or criminal activities. Second, long-term unemployment undermines a young person's potential for success. Studies show that those who have prolonged unemployment

immediately after leaving school also have diminished earning capacity during their adult years. 1/

In 1983, the General Accounting Office (GAO) completed a study, undertaken at the request of the Chairmen of the Senate Committee on Labor and Human Resources and the Subcommittee on Labor, of the published research concerning the effect of the minimum wage on labor markets, including the youth labor market. GAO found that the available studies do not present a generally accepted estimate of how many jobs are lost due to the minimum wage. The studies indicated that the severity of the employment losses varies among different age groups with teenage workers having greater relative job losses. GAO found evidence indicating a high probability that the minimum wage is a substantial obstacle to the employment of teenagers and that a lower wage may make their employment more attractive to employers. 2/

Clearly, youth unemployment is a problem which is too large for the Federal Government to address alone. The private sector must also participate in job creation for teenage youth. To this end, on May 17, 1984, the Administration proposed legislation that was introduced in the House as H.R. 5721 and in the Senate as S. 2687. The purpose of the legislation was to provide an incentive for employers to expand job opportunities for young people under the age of 20 when they look for summer jobs. The proposed youth employment opportunity wage was \$2.50 an hour, or 75 percent of the otherwise applicable minimum wage, whichever was less. The youth minimum wage would apply only during the summer months (May 1 through September 30). Summer months are the period when the greatest number of young people are seeking jobs.

To ensure that adults and young people already employed were not adversely affected, the proposal prohibited discharge, transfer, or demotion of any employee because of ineligibility for the youth wage and provided penalties for violation which were the

1/ David T. Ellwood, "Teenage Unemployment: Permanent Scars or Temporary Blemishes" in The Youth Labor Market Problem: Its Nature, Causes, and Consequences (ed.), Richard B. Freeman and David A. Wise (University of Chicago Press, 1982), pp. 348-390.

2/ U.S. General Accounting Office, "Minimum Wage Policy Questions Persist, Report to the Committee on Labor and Human Resources, United States Senate, January 28, 1983.

same as those that exist under the Fair Labor Standards Act. It also provided for the protection of existing child labor standards. It was estimated that, if enacted, this legislation would have created 400,000 summer jobs. 3/

In addition to the above, the Administration supports the establishment of enterprise zones which would also assist in solving the problem of youth unemployment.

3/ President Reagan sent a message to Congress on March 25, 1985, requesting the enactment of the "Youth Employment Opportunity Wage Act of 1985." The proposed legislation was introduced in the House of Representatives as H.R. 1811 and in the Senate as S. 797. The new bills are virtually identical to the 1984 bills. On May 22, 1985, Secretary of Labor Brock testified before the Senate Committee on Labor and Human Resources in support of the Administration's youth employment opportunity wage bill.

CERTIFICATION OF INDUSTRIAL HOMEWORK UNDER SECTION 11(d) OF THE
FAIR LABOR STANDARDS ACT

Section 11(d) of the Fair Labor Standards Act authorizes the Secretary of Labor to issue rules which regulate, restrict, or prohibit industrial homework in order to safeguard the Act's minimum wage requirements.

Certificates are required from the Department of Labor for the employment of homeworkers in seven restricted industries. The restricted industries are: women's apparel; jewelry; knitted outerwear; gloves and mittens; buttons and buckles; handkerchiefs; and embroideries. The regulations restrict homework to individuals who are handicapped and cannot adjust to factory work or are required to remain at home to care for an invalid. The number of individual certificates granted during fiscal year 1984 was 146 compared with 105 granted during fiscal year 1983.

In addition, a final rule was issued on November 5, 1984, effective on December 5, 1984, which modified the restrictions in the knitted outerwear industry to allow an employer to employ any homeworker (without regard to whether such homeworker is handicapped and unable to adjust to factory work or is required to remain at home to care for an invalid), provided the employer first obtains a certificate from the Department of Labor authorizing such employment. Any knitted outerwear employer who does not obtain such a certificate will remain subject to the current restrictions. These modifications on employment restrictions in the knitted outerwear industry will lead to increased employment opportunities for many persons who might otherwise be unable to find suitable employment.

CERTIFICATION UNDER SECTION 14 OF THE FAIR
LABOR STANDARDS ACT

Regulations issued under Section 14 of the Fair Labor Standards Act provide for employment of certain labor force groups such as learners, apprentices, messengers, full-time students, student learners, and handicapped workers at wages below the statutory minimum. Such employment is authorized by special certificates.

Since 1974, significant changes have occurred in employment authorized under Section 14. This reflects in large part the extension of the Section 14 provisions to include full-time students employed by institutions of higher education as a result of the 1974 Amendments. In addition, authorized employment of full-time students in retail and service establishments increased substantially following the higher minimum wage levels contained in the 1974 and 1977 Amendments. Full-time student employment authorizations in universities and colleges, which totaled 459,000 by fiscal year 1976, decreased to 201,000 in fiscal year 1977 after the 1976 Supreme Court decision in National League of Cities v. Usery, 426 U.S. 833 (1976), eliminated the need for public institutions to apply for certification under Section 14. The Supreme Court's subsequent decision in Garcia v. San Antonio Metropolitan Transit Authority, 105 S. Ct. 1005 (1985), restored the full application of FLSA to State and local governments, including institutions of higher education.

There were approximately 45,000 full-time student authorizations in private universities and colleges in fiscal year 1984. During recent years, the numbers of such full-time student authorizations have decreased substantially. This has been largely due to a provision of the 1980 Amendments to the Higher Education Act which requires payment of at least the minimum wage to students employed in colleges and universities under Federally-assisted work-study programs. Retail and service establishments, whose full-time student employment authorizations totaled 32,000 in the fiscal year preceding the 1974 amendments, are currently authorized to employ 174,000 full-time students at 85 percent of the minimum wage. In fiscal year 1984, there were about 2,700 full-time student authorizations in effect for employment in agriculture and approximately 2,500 authorizations for student learners. The employment authorizations for handicapped workers in sheltered workshops increased from about 87,000 in fiscal year 1973 to over 225,000 by fiscal year 1984.

Of the 457,000 workers authorized to be employed under Section 14 certificates in fiscal year 1984, 49 percent were for handicapped workers in sheltered workshops; 38 percent for full-time students

in retail and service establishments; and 10 percent were for full-time students in private educational institutions. The remaining three percent covers full-time students in agriculture, patient workers, handicapped workers in competitive industry, learners, student-learners, and apprentices.

ILLEGAL IMMIGRATION

The problem of illegal immigration has become a matter of increasing concern in recent years because of the impact it has on the domestic labor market. Although the Immigration and Naturalization Service (INS) has increased efforts to stem the flow of persons who enter the country unlawfully, it is generally believed that the number of undocumented workers entering the country greatly exceeds the number apprehended. In the past few years, INS has continued to apprehend, on the average, approximately one million deportable aliens annually.

Most undocumented aliens who enter this country do so to find employment. In taking jobs in the United States, they depress working conditions and adversely affect employment opportunities for certain labor force groups, especially those with low skill levels.

Given their illegal status, undocumented workers are subject to labor market exploitation--working in substandard conditions at wages paid below the minimum required by the Fair Labor Standards Act (FLSA). Some employers pay illegals low wages for long hours of work and also may fail to forward to appropriate authorities the taxes which are required to be withheld from wages. In order to reduce the economic incentives for employers to hire undocumented workers, the Wage and Hour Division of the Department of Labor established a Special Targeted Enforcement Program (STEP) under which it conducts FLSA investigations in industries and localities where undocumented workers are suspected of being employed. In fiscal year 1984, there were 16,860 investigations conducted under STEP. These investigations disclosed over \$37.3 million in unpaid wages due to 151,631 workers and resulted in agreements by employers to pay \$27.4 million to 127,073 employees.

In 1983 and again in 1984, the Administration submitted legislation which would curb the flow of illegal aliens, make it illegal to hire them, and generally assist in regaining control of our borders.

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Table A-1. Unemployment rates for the civilian labor force by selected characteristics,
annual averages, selected years, 1970-84

Characteristic	: 1970	: 1973	: 1975	: 1977	: 1978	: 1979	: 1980	: 1981	: 1982	: 1983	: 1984
	:	:	:	:	:	:	:	:	:	:	:
Total civilian labor force	4.9	4.9	8.5	7.1	6.2	5.8	7.1	7.6	9.7	9.6	7.5
Male	4.4	4.2	7.9	6.3	5.3	5.1	6.9	7.4	9.9	9.9	7.4
Female	5.9	6.0	9.3	8.2	7.2	6.8	7.4	7.9	9.4	9.2	7.6
White	4.5	4.3	7.8	6.2	5.2	5.1	6.3	6.7	8.6	8.4	6.5
Black	*	9.4	14.8	14.0	12.8	12.3	14.3	15.6	18.9	19.5	15.9
Hispanic origin 1/	*	7.5	12.2	10.1	9.1	8.3	10.1	10.4	13.8	13.7	10.7
<u>Male Vietnam-era Veterans</u>											
25 to 29 years	4.3	3.7	7.9	7.0	5.9	5.7	9.9	9.8	15.3	15.6	11.3
30 to 34 years	3.3	2.6	5.9	4.4	3.1	3.3	5.1	5.7	8.8	10.4	7.6
35 to 39 years	*	*	*	3.7	3.0	2.8	4.3	4.7	7.2	7.3	5.4
Over 40 years	*	*	*	*	*	3.3	3.2	3.5	5.5	6.2	4.5
<u>Age Groups</u>											
16 to 19 years	15.3	14.5	19.9	17.8	16.4	16.1	17.8	19.6	23.2	22.4	18.9
20 to 24 years	8.2	7.8	13.6	11.0	9.6	9.1	11.5	12.3	14.9	14.5	11.5
25 to 34 years	4.2	4.2	7.8	6.5	5.3	5.2	6.9	7.3	9.7	9.7	7.3
35 to 44 years	3.1	2.7	5.6	4.4	3.7	3.6	4.6	5.0	6.9	7.0	5.4
45 to 54 years	2.8	2.5	5.2	3.9	3.3	3.2	4.0	4.2	5.7	6.2	4.9
55 to 64 years	2.7	2.6	4.6	3.9	2.9	2.9	3.3	3.7	5.4	5.6	4.7
65 years and over	3.2	3.0	5.2	5.0	4.0	3.4	3.1	3.2	3.5	3.7	3.3

* Data not available.

1/ Data on persons of hispanic origin are tabulated separately, without regard to race, which means they are also included in the data for white and black workers. Data from 1980 forward have been revised to reflect new population controls introduced in January 1985.

SOURCE: U.S. Department of Labor, Bureau of Labor Statistics.

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Table A-2. Unemployed persons by selected characteristics, annual averages,
selected years, 1970-84

Characteristic	(in thousands)										
	: 1970	: 1973	: 1975	: 1977	: 1978	: 1979	: 1980	: 1981	: 1982	: 1983	: 1984
	:	:	:	:	:	:	:	:	:	:	:
Total unemployed	4,093	4,365	7,929	6,991	6,202	6,137	7,637	8,273	10,678	10,717	8,539
Male	2,238	2,275	4,442	3,667	3,142	3,120	4,267	4,577	6,179	6,260	4,744
Female	1,855	2,089	3,486	3,324	3,061	3,018	3,370	3,696	4,499	4,457	3,794
White	3,339	3,442	6,421	5,441	4,698	4,664	5,884	6,343	8,241	8,128	6,372
Black	*	846	1,369	1,393	1,330	1,319	1,553	1,731	2,142	2,272	1,914
Hispanic origin 1/	*	277	508	456	452	434	619	672	915	940	778
<u>Male Vietnam-era Veterans</u>											
25 to 29 years	68	106	260	200	132	107	160	136	171	106	51
30 to 34 years	9	26	103	121	101	115	176	184	245	218	125
35 to 39 years	*	*	*	24	33	43	83	114	207	218	171
40 years and over	*	*	*	*	*	24	27	38	74	107	96
<u>Age</u>											
16 to 19 years	1,106	1,235	1,767	1,663	1,583	1,555	1,669	1,763	1,977	1,829	1,499
20 to 24 years	866	1,008	1,865	1,629	1,483	1,442	1,835	1,976	2,392	2,330	1,838
25 to 34 years	718	866	1,776	1,650	1,422	1,466	2,024	2,211	3,037	3,078	2,374
35 to 44 years	515	451	951	785	694	705	940	1,065	1,551	1,650	1,335
45 to 54 years	476	430	893	666	552	540	676	715	966	1,039	828
55 to 64 years	309	290	520	450	345	346	399	444	647	677	566
65 years and over	104	68	155	147	123	104	94	98	107	114	97

* Data not available.

1/ Data on persons of hispanic origin are tabulated separately, without regard to race, which means they are also included in the data for white and black workers. Data from 1980 forward have been revised to reflect new population controls introduced in January 1985.

SOURCE: U.S. Department of Labor, Bureau of Labor Statistics.

NOTE: Detail may not add to totals due to rounding.

Table A-3. Unemployment rates for women by age and race, annual averages,
selected years, 1970-84

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Characteristic	: 1970	: 1973	: 1975	: 1977	: 1978	: 1979	: 1980	: 1981	: 1982	: 1983	: 1984	:
	:	:	:	:	:	:	:	:	:	:	:	:
16 to 19 years	15.6	15.3	19.7	18.3	17.1	16.4	17.2	19.0	21.9	21.3	18.0	
White	13.4	13.0	17.4	15.9	14.4	14.0	14.8	16.6	19.0	18.3	15.2	
Black	N.A.	36.1	41.0	43.4	40.8	39.1	39.8	42.2	47.1	48.2	42.6	
20 to 24 years	7.9	8.5	12.7	11.2	10.1	9.6	10.4	11.2	13.2	12.9	10.9	
White	6.9	7.1	11.2	9.3	8.3	7.8	8.5	9.1	10.0	10.3	8.8	
Black	N.A.	18.4	24.3	25.5	22.7	22.6	23.5	26.4	29.6	31.8	25.6	
25 to 34 years	5.7	5.8	9.1	7.7	6.7	6.5	7.2	7.7	9.3	9.1	7.4	
White	5.3	5.1	8.4	6.7	5.8	5.6	6.3	6.6	8.0	7.6	6.1	
Black	N.A.	10.3	13.4	13.6	11.9	12.1	13.2	14.9	17.8	18.6	15.4	
35 to 44 years	4.4	3.9	6.8	5.7	5.0	4.6	5.3	5.7	7.0	6.9	5.6	
White	4.3	3.7	6.5	5.3	4.5	4.2	4.9	5.1	6.4	6.2	5.0	
Black	N.A.	5.6	9.0	8.7	7.8	7.2	8.2	9.8	10.7	11.4	9.4	
45 to 54 years	3.5	3.2	5.9	5.1	4.0	3.9	4.5	4.6	5.8	6.0	5.2	
White	3.4	3.2	5.8	5.0	3.8	3.7	4.3	4.2	5.5	5.5	4.8	
Black	N.A.	3.9	7.0	5.8	5.6	5.2	6.4	6.9	8.5	9.9	8.6	
55 to 64 years	2.7	2.8	5.1	4.4	3.2	3.2	3.3	3.8	5.2	5.0	4.3	
White	2.6	2.7	5.0	4.4	3.0	3.0	3.1	3.7	5.0	4.7	4.0	
Black	N.A.	3.3	5.3	4.8	5.2	4.7	4.5	4.7	6.1	7.3	5.9	
65 years and over	3.1	2.9	5.0	4.7	3.8	3.3	3.1	3.6	3.2	3.4	3.8	
White	3.3	2.8	5.3	4.9	3.7	3.1	3.0	3.4	3.1	3.1	3.7	
Black	N.A.	3.7	3.6	3.4	4.7	3.9	4.9	6.0	4.5	6.3	4.9	

N.A. = Not Available

SOURCE: U.S. Department of Labor, Bureau of Labor Statistics.

Table A-4. Unemployment rates for men, by age and race, annual averages,
selected years, 1970-84

Characteristic	: 1970	: 1973	: 1975	: 1977	: 1978	: 1979	: 1980	: 1981	: 1982	: 1983	: 1984
	:	:	:	:	:	:	:	:	:	:	:
16 to 19 years	15.0	13.9	20.1	17.3	15.8	15.9	18.3	20.1	24.4	23.3	19.6
White	13.7	12.3	18.3	15.0	13.5	13.9	16.2	17.9	21.7	20.2	16.8
Black	N.A.	27.8	38.1	39.2	36.7	34.2	37.5	40.7	48.9	48.8	42.7
20 to 24 years	8.4	7.3	14.3	10.8	9.2	8.7	12.5	13.2	16.4	15.9	11.9
White	7.8	6.6	13.1	9.3	7.7	7.5	11.1	11.6	14.3	13.8	9.8
Black	N.A.	13.2	24.7	23.0	21.0	18.7	23.7	26.4	31.5	31.4	26.6
25 to 34 years	3.5	3.4	6.9	5.7	4.4	4.3	6.7	6.9	10.1	10.1	7.2
White	3.1	3.0	6.3	5.0	3.8	3.7	5.9	6.1	8.9	9.0	6.2
Black	N.A.	6.2	12.7	11.8	9.8	9.6	13.4	14.4	20.1	19.4	15.0
35 to 44 years	2.4	2.0	4.9	3.5	2.8	2.9	4.1	4.5	6.9	7.1	5.2
White	3.1	3.0	6.3	5.0	3.8	3.7	5.9	6.1	6.2	6.4	4.6
Black	N.A.	3.9	8.7	6.2	5.1	6.3	8.2	9.3	13.4	13.5	10.4
45 to 54 years	2.4	2.1	4.9	3.2	2.8	2.7	3.6	4.0	5.6	6.3	4.6
White	2.3	2.0	4.5	3.0	2.5	2.5	3.3	3.6	5.3	5.7	4.2
Black	N.A.	3.2	9.3	4.9	4.9	5.2	7.2	7.8	9.0	11.4	7.9
55 to 64 years	2.8	2.4	4.3	3.6	2.8	2.7	3.4	3.6	5.5	6.1	5.0
White	2.7	2.4	4.1	3.3	2.6	2.5	3.1	3.4	5.1	5.6	4.7
Black	N.A.	3.2	6.3	6.0	4.4	5.1	6.2	6.1	10.3	11.0	8.9
65 years and over	3.3	3.0	5.4	5.2	4.2	3.4	3.1	2.9	3.7	3.9	3.0
White	3.2	2.9	5.0	4.9	3.9	3.2	2.5	2.4	3.2	3.2	2.6
Black	N.A.	3.3	8.7	7.8	6.6	6.4	8.7	7.5	9.3	11.8	7.9

N.A. = Not available.

SOURCE: U.S. Department of Labor, Bureau of Labor Statistics

Table A-5. Unemployment rates for male Vietnam-era veterans 1/ and nonveterans by age and race, annual averages, selected years, 1970-84

Characteristic	1970	1973	1975	1977	1978	1979	1980	1981	1982	1983	1984
	:	:	:	:	:	:	:	:	:	:	:
<u>Veterans</u>											
25 to 29 years	4.3	3.7	7.9	7.0	5.9	5.7	9.9	9.8	15.3	15.6	11.3
White	4.0	3.4	7.5	6.4	5.2	5.1	8.7	8.9	13.5	13.3	10.6
Black 2/	7.5	6.8	12.1	13.0	12.2	10.9	18.1	15.7	26.6	25.3	16.7
30 to 34 years	3.3	2.6	5.9	4.4	3.1	3.3	5.1	5.7	8.8	10.4	7.6
White	2.8	2.6	5.4	3.9	2.8	2.9	4.7	5.4	8.1	9.6	6.7
Black 2/	3/	2.2	10.5	10.3	5.6	6.7	9.1	9.1	15.4	17.9	13.4
35 to 39 years	*	*	*	3.7	3.0	2.8	4.3	4.7	7.2	7.3	5.4
White	*	*	*	*	2.7	2.6	3.9	4.4	6.6	6.5	4.9
Black 2/	*	*	*	*	5.8	4.9	8.3	7.5	13.6	15.9	11.1
<u>Nonveterans</u>											
25 to 29 years	3.8	4.4	8.0	6.5	5.0	4.8	7.5	7.6	10.9	10.8	7.3
White	3.4	3.8	7.2	5.7	4.3	4.1	6.7	6.7	9.7	9.7	6.3
Black	6.7	8.1	13.4	11.6	10.1	9.6	13.3	14.1	22.1	21.3	16.3
30 to 34 years	3.1	2.5	5.7	4.5	3.6	3.6	5.4	5.9	8.0	7.9	5.9
White	2.9	2.2	5.0	3.9	3.0	2.9	4.6	5.0	7.0	6.9	5.1
Black 2/	4.6	4.2	10.3	8.3	7.5	7.8	10.3	11.1	17.2	15.9	12.9
35 to 39 years	*	*	*	3.7	3.0	3.1	4.1	4.6	7.2	7.6	5.6
White	*	*	*	*	2.7	2.7	3.5	4.0	6.2	6.8	4.8
Black 3/	*	*	*	*	4.5	5.7	7.9	8.2	14.8	15.0	12.4

* Data not available.

1/ Vietnam-era veterans are those who served in the Armed Forces between August 5, 1964 and May 7, 1975.

2/ Data for 1970-81 are for black and other rather than black only.

3/ Percent not shown where base is less than 35,000.

SOURCE: U.S. Department of Labor, Bureau of Labor Statistics.

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Table A-6. Employed persons by occupation, race, and Hispanic origin,
1983-84 annual averages
(Percent distribution)

Occupation	Total		White		Black		Hispanic origin		1/
	1983	1984	1983	1984	1983	1984	1983	1984	
Total, 16 years and over (thousands)	100,834	105,005	88,893	92,120	9,375	10,119	5,943	6,469	
Percent	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	
Managerial and professional specialty	23.4	23.7	24.3	24.6	14.1	14.1	11.8	12.0	
Executive, administrative, and Managerial	10.7	11.0	11.3	11.6	5.4	5.8	5.8	6.3	
Professional specialty	12.7	12.7	13.0	13.0	8.7	8.3	6.0	5.8	
Technical, sales, and administrative support	31.0	30.9	31.7	31.6	25.4	25.6	25.3	25.8	
Technicians and related support	3.0	3.0	3.0	3.0	2.7	2.6	1.8	2.1	
Sales occupations	11.7	12.0	12.4	12.7	6.0	6.2	8.2	8.9	
Administrative support, including clerical	16.3	15.9	16.3	15.9	16.8	16.8	15.4	14.9	
Service occupations	13.7	13.5	12.5	12.2	24.5	24.5	17.7	17.6	
Private household	1.0	.9	.8	.7	2.9	3.0	1.6	1.6	
Protective service	1.7	1.6	1.6	1.5	2.4	2.5	1.5	1.3	
Service, except private household and protective	11.1	10.9	10.1	9.9	19.1	19.0	14.6	14.7	
Precision production, craft, and repair	12.2	12.4	12.6	12.9	9.0	9.3	14.4	14.3	
Mechanics and repairers	4.1	4.2	4.3	4.3	3.0	3.0	4.2	4.3	
Construction trades	4.3	4.4	4.4	4.5	3.0	3.1	4.8	4.6	
Other precision production, craft, and repair	3.8	3.9	3.9	4.0	2.9	3.1	5.4	5.3	
Operators, fabricators and laborers	16.0	16.1	15.1	15.2	24.1	23.8	25.0	24.6	
Machine operators, assemblers, and inspectors	7.7	7.6	7.2	7.2	11.5	11.2	13.7	13.3	
Transportation and material moving occupations	4.2	4.3	4.0	4.1	5.8	6.2	4.7	4.5	
Handlers, equipment cleaners, helpers, and laborers	4.1	4.2	3.9	4.0	6.7	6.5	6.7	6.8	
Construction laborers	0.6	0.6	0.6	0.6	1.0	1.0	1.3	1.2	
Other handlers, equipment cleaners, helpers, and laborers	3.5	3.6	3.3	3.4	5.7	5.4	5.4	5.6	
Farming, forestry, and fishing	3.7	3.4	3.8	3.5	3.0	2.7	5.8	5.7	

1/ Data have been revised as the result of the introduction of new population controls in January 1985.
SOURCE: U.S. Department of Labor, Bureau of Labor Statistics.

Table A-6a. Unemployment rates by occupation, race, and Hispanic origin,
1983-84 annual averages

Occupation	Total		White		Black		Hispanic origin	
	1983	1984	1983	1984	1983	1984	1983	1984
Total, 16 years and over	9.6	7.5	8.4	6.5	19.5	15.9	13.7	10.6
Managerial and professional specialty	3.3	2.6	3.0	2.4	7.3	4.7	5.5	4.1
Exec., admin., and managerial	3.5	2.7	3.3	2.5	8.1	5.4	6.2	3.4
Professional specialty	3.0	2.5	2.7	2.4	6.8	4.3	4.8	4.9
Technical, sales, and administrative support	6.3	5.0	5.6	4.4	13.6	11.2	9.2	6.5
Technicians and related support	4.7	2.9	4.4	2.6	7.5	5.7	8.5	2.2
Sales occupations	6.7	5.4	6.0	4.7	18.7	16.5	11.3	8.6
Administrative support, including clerical	6.4	5.1	5.6	4.5	12.6	9.9	8.2	5.7
Service occupations	10.9	9.1	9.2	7.7	18.1	14.9	10.5	8.6
Private household	7.4	6.9	6.2	6.7	10.6	7.8	5.9	7.4
Protective service	6.7	5.7	5.2	4.9	14.6	10.3	5.9	5.3
Service, except private household and protective	11.8	9.7	10.0	8.2	19.6	16.5	11.4	9.0
Precision production, craft and repair	10.6	7.5	9.9	7.0	18.6	12.8	12.6	8.8
Mechanics and repairers	7.6	5.0	7.1	4.8	13.7	7.4	8.9	5.7
Construction trades	14.2	10.9	13.4	10.1	23.7	19.3	16.0	13.7
Other precision production, craft and repair	9.6	6.0	8.9	5.5	17.8	10.7	12.3	6.6
Operators, fabricators, and laborers	15.5	11.5	14.2	10.4	22.7	17.4	16.4	12.9
Machine operators, assemblers, and inspectors	15.4	10.7	13.9	9.8	23.4	15.7	15.7	12.7
Transportation and material moving occupations	12.4	9.2	12.0	8.8	15.0	11.7	12.7	10.4
Handlers, equipment cleaners, helpers, and laborers	18.6	15.1	16.7	13.1	27.4	24.6	20.0	15.0
Construction laborers	25.8	22.5	23.6	20.6	34.6	31.0	22.3	22.2
Other handlers, equipment cleaners, helpers, and laborers	17.2	13.6	15.5	11.6	25.9	23.3	19.3	13.2
Farming, forestry, and fishing	9.9	8.5	8.9	7.2	17.9	19.2	22.8	18.2

1/ Data have been revised as the result of the introduction of new population controls in January 1985.

SOURCE: U.S. Department of Labor, Bureau of Labor Statistics.

Table A-7. Percent distribution of unemployed persons by reason for unemployment by age, sex, and race, 1982-84 annual averages

Year and Characteristic	: Number : (in : thousands)	: : Percent	: Lost last : job	: Left last : job	: Reentered Labor : force	: Never worked: : before :
<u>1982</u>						
Total, 16 years and over	10,678	100.0	58.7	7.9	22.3	11.1
16 to 19 years	1,977	100.0	23.2	6.8	25.8	44.2
Male, 20 years and over	5,089	100.0	77.9	6.4	13.3	2.3
Female, 20 years and over	3,613	100.0	51.0	10.5	33.1	5.3
White	8,241	100.0	60.1	8.5	21.7	9.8
Black	2,142	100.0	55.0	5.2	24.5	15.3
<u>1983</u>						
Total, 16 years and over	10,717	100.0	58.4	7.7	22.5	11.3
16 to 19 years	1,829	100.0	20.2	6.0	26.4	47.4
Male, 20 years and over	5,257	100.0	77.7	6.4	13.2	2.6
Female, 20 years and over	3,632	100.0	49.6	10.6	34.0	5.8
White	8,128	100.0	60.2	8.4	21.2	10.2
Black	2,272	100.0	53.1	5.2	26.5	15.1
<u>1984</u>						
Total, 16 years and over	8,539	100.0	51.8	9.6	25.6	13.0
16 to 19 years	1,499	100.0	18.1	7.6	24.7	49.7
Male, 20 years and over	3,932	100.0	71.2	8.2	16.8	3.7
Female, 20 years and over	3,107	100.0	43.5	12.4	37.1	7.1
White	6,372	100.0	53.4	10.7	24.6	11.3
Black	1,914	100.0	47.1	6.0	28.5	18.4

SOURCE: U.S. Department of Labor, Bureau of Labor Statistics

Table A-8. Average (mean) duration of weeks of unemployment by age, sex, race, and Hispanic origin, annual averages, selected years, 1970-84

Characteristic	: 1970	: 1973	: 1975	: 1977	: 1978	: 1979	: 1980	: 1981	: 1982	: 1983	: 1984	:
	:	:	:	:	:	:	:	:	:	:	:	:
Total, 16 years and over	8.6	10.0	14.2	14.3	11.9	10.8	11.9	13.7	15.6	20.0	18.2	
16 to 19 years	6.4	7.1	9.2	8.9	7.9	7.4	8.0	9.2	10.4	11.0	9.8	
20 to 24 years	7.5	8.8	13.1	12.9	10.7	9.7	11.1	13.0	14.5	17.2	16.0	
25 to 34 years	9.0	10.4	14.8	15.3	12.4	11.1	13.1	14.8	16.7	21.8	19.1	
35 to 44 years	9.6	11.8	15.8	16.5	13.5	13.3	13.5	16.0	18.0	23.9	22.1	
45 to 54 years	11.1	13.5	17.8	19.3	16.8	14.5	15.2	16.9	18.9	25.3	23.5	
55 to 64 years	12.7	16.2	19.3	21.3	19.6	17.0	15.5	18.3	19.5	27.3	26.2	
65 years and over	15.5	14.9	24.5	22.6	20.3	16.1	14.1	16.0	17.0	20.6	23.0	
Male	9.5	11.2	15.3	15.9	13.4	12.0	13.2	15.4	17.3	22.7	21.1	
Female	7.9	8.8	12.6	12.5	10.5	9.6	10.3	11.7	13.3	16.1	14.6	
White	8.7	9.8	14.0	14.0	11.3	10.3	11.5	13.0	15.0	19.4	17.5	
Black	N.A.	11.0	14.9	15.7	14.2	12.9	13.7	16.2	18.4	22.3	20.8	
Hispanic origin	N.A.	9.3	13.2	13.2	10.9	9.3	11.1	11.2	13.4	16.0	13.8	1/

N.A. = Not Available.

1/ Reflects new population controls introduced in January 1985.

SOURCE: U.S. Department of Labor, Bureau of Labor Statistics.

Table A-9. Number of persons working or looking for work at some time during the year and the percent experiencing unemployment by sex and race, selected years, 1970-84

(Numbers in thousands)

Characteristics	1970	1973	1975	1977	1979	1980	1981	1982	1983	1984
Total										
Total working or looking for work	95,576	102,747	105,843	111,531	116,983	118,348	119,658	120,235	121,503	124,117
Total experiencing unemployment: Number	14,615	14,697	21,402	19,910	18,468	21,410	23,382	26,493	23,762	21,535
Percent	15.3	14.3	20.2	17.9	15.8	15.8	18.1	22.0	19.6	17.4
Male										
Total working or looking for work	55,714	59,355	60,413	62,674	64,739	65,277	65,950	66,160	66,350	67,234
Total experiencing unemployment: Number	8,642	8,032	12,101	10,949	10,042	12,072	13,175	15,441	13,919	12,174
Percent	15.5	13.5	20.0	17.5	15.5	18.5	20.0	23.3	21.0	18.1
Female										
Total working or looking for work	39,862	43,392	45,430	48,858	52,244	53,071	53,708	54,074	55,153	56,883
Total experiencing unemployment: Number	5,973	6,665	9,302	8,960	8,426	9,338	10,207	11,052	9,842	9,361
Percent	15.0	15.4	20.5	18.3	16.1	17.6	19.0	20.4	17.8	16.5
Black Male 1/										
Total working or looking for work	5,643	6,107	5,298	5,545	5,837	5,972	6,030	5,994	6,234	6,297

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Table A-9. Number of persons working or looking for work at some time during the year and the percent experiencing unemployment by sex and race, selected years, 1970-84

(Numbers in thousands)

Characteristics	1970	1973	1975	1977	1979	1980	1981	1982	1983	1984
Black Male (continued)										
Total experiencing unemployment: Number	1,259	1,245	1,608	1,463	1,412	1,755	1,884	2,186	1,992	1,847
Percent	22.3	20.4	30.4	26.4	24.2	29.4	31.2	36.5	32.6	29.3
Black Female 1/										
Total working or looking for work	5,031	5,555	5,198	5,427	5,865	6,007	6,123	6,282	6,326	6,697
Total experiencing unemployment: Number	1,038	1,226	1,492	1,510	1,468	1,596	1,819	1,910	1,648	1,626
Percent	20.6	22.0	28.7	27.8	25.0	26.6	29.7	30.4	26.0	24.3
Hispanic origin 2/										
Total working or looking for work	N.A.	N.A.	N.A.	5,097	5,872	6,069	6,293	6,331	7,409	7,795
Total experiencing unemployment: Number	N.A.	N.A.	N.A.	1,218	1,314	1,396	1,491	1,717	1,830	1,778
Percent	N.A.	N.A.	N.A.	23.9	22.4	23.0	23.7	27.1	24.7	22.8

1/ Data for 1970-1977 are based on 1977 census population controls. Data for 1979-84 are based on 1980 census population controls. Data for 1970 and 1973 are black and other instead of black only.

2/ Data for 1977 are based on 1970 census population controls. Data for 1979-84 are based on 1980 census population controls.

N.A. = Not available

SOURCE: U.S. Department of Labor, Bureau of Labor Statistics.

Table A-10. Female civilian labor force participation rates by age and race
annual averages, selected years, 1970-84

Characteristic	: 1970	: 1973	: 1975	: 1977	: 1978	: 1979	: 1980	: 1981	: 1982	: 1983	: 1984
<u>Total</u>											
16 years and over	43.3	44.7	46.3	48.4	50.0	50.9	51.5	52.1	52.6	52.9	53.6
16 to 19 years	44.0	47.8	49.3	51.4	53.9	54.5	53.1	51.8	51.4	50.8	51.8
20 to 24 years	57.7	61.1	64.1	66.5	68.3	69.0	68.9	69.6	69.8	69.9	70.4
25 to 34 years	45.0	50.4	54.9	59.7	62.2	63.9	65.5	66.7	68.0	69.0	69.8
35 to 44 years	51.1	53.3	55.8	59.6	61.6	63.6	65.5	66.9	68.0	68.7	70.1
45 to 54 years	54.4	53.7	54.6	55.8	57.1	58.3	59.9	61.1	61.6	61.9	62.9
55 to 64 years	43.0	41.1	40.9	40.9	41.3	41.7	41.3	41.4	41.8	41.5	41.7
65 years and over	9.7	8.9	8.2	8.1	8.3	8.3	8.1	8.0	7.9	7.8	7.5
<u>White</u>											
16 years and over	42.6	44.1	45.9	48.0	49.4	50.5	51.2	51.9	52.4	52.7	53.3
16 to 19 years	45.6	50.1	51.6	54.7	56.9	57.6	56.4	55.4	55.0	54.5	55.4
20 to 24 years	57.7	61.7	65.5	67.8	69.3	70.5	70.6	71.5	71.8	72.1	72.5
25 to 34 years	43.2	48.7	53.7	58.5	61.2	63.1	64.8	66.4	67.8	68.7	69.8
35 to 44 years	49.9	52.2	54.9	58.9	60.7	63.0	65.0	66.4	67.5	68.2	69.6
45 to 54 years	53.7	53.4	54.3	55.3	56.7	58.1	59.6	60.9	61.4	61.9	62.7
55 to 64 years	42.6	40.7	40.6	40.7	41.1	41.5	40.9	40.9	41.5	41.1	41.2
65 years and over	9.5	8.7	8.0	7.9	8.1	8.1	7.9	7.9	7.8	7.8	7.5
<u>Black</u>											
16 years and over	N.A.	49.3	48.8	50.8	53.1	53.1	53.1	53.5	53.7	54.2	55.2
16 to 19 years	N.A.	34.2	34.2	32.9	37.3	36.8	34.9	34.0	33.5	33.0	35.0
20 to 24 years	N.A.	58.1	56.0	59.5	62.8	61.6	60.4	61.1	60.1	59.1	60.7
25 to 34 years	N.A.	62.9	63.0	68.6	70.6	70.2	70.6	70.0	70.2	72.3	71.5
35 to 44 years	N.A.	61.7	62.0	64.1	67.2	68.0	68.2	69.8	71.7	72.6	73.7
45 to 54 years	N.A.	56.1	56.6	58.0	59.4	59.6	61.4	62.0	62.4	62.3	64.5
55 to 64 years	N.A.	44.8	43.1	43.8	43.9	44.1	44.9	45.4	44.8	44.8	46.1
65 years and over	N.A.	11.1	10.5	10.2	10.8	10.5	9.9	9.3	8.5	8.2	8.0

N.A. = Not Available

SOURCE: U.S. Department of Labor, Bureau of Labor Statistics.

Table A-11. Male civilian labor force participation rates by, age and race
annual averages, selected years 1970-84

Characteristic	1970	1973	1975	1977	1978	1979	1980	1981	1982	1983	1984
Total											
16 years and over	79.7	78.8	77.9	77.7	77.9	77.8	77.4	77.0	76.6	76.4	76.4
16 to 19 years	56.1	59.7	59.1	60.9	62.0	61.5	60.5	59.0	56.7	56.2	56.0
20 to 24 years	83.3	85.2	84.5	85.6	85.9	86.4	85.9	85.5	84.9	84.8	85.0
25 to 34 years	96.4	95.7	95.2	95.3	95.3	95.3	95.2	95.9	94.7	94.2	94.4
35 to 44 years	96.9	96.2	95.6	95.7	95.7	95.7	95.5	95.4	95.3	95.2	95.4
45 to 54 years	94.3	93.0	92.1	91.1	91.3	91.4	91.2	91.4	91.2	91.2	91.2
55 to 64 years	83.0	78.2	75.6	73.8	73.3	72.8	72.1	70.6	70.2	69.4	68.5
65 years and over	26.8	22.7	21.6	20.0	20.4	19.9	19.0	18.4	17.8	17.4	16.3
White											
16 years and over	80.0	79.4	78.7	78.5	78.6	78.6	78.2	77.9	77.4	77.1	77.1
16 to 19 years	57.5	62.0	61.9	64.0	65.0	64.8	63.7	62.4	60.0	59.4	59.0
20 to 24 years	83.3	85.8	85.5	86.8	87.3	87.6	87.2	87.0	86.3	86.1	86.5
35 to 44 years	96.7	96.2	95.8	96.0	95.9	96.0	95.9	95.8	95.6	95.2	95.4
35 to 44 years	97.3	96.8	96.4	96.2	96.3	96.4	96.2	96.1	96.0	96.0	96.1
45 to 54 years	94.9	93.5	92.9	92.1	92.1	92.2	92.1	92.4	92.2	91.9	92.0
55 to 64 years	83.3	78.9	76.4	74.6	73.7	73.4	73.1	71.5	71.0	70.0	69.5
65 years and over	26.7	22.7	21.7	20.0	20.3	20.0	19.1	18.5	17.9	17.7	16.4
Black											
16 years and over	N.A.	73.4	70.9	70.6	71.5	71.3	70.3	70.0	70.1	70.6	70.8
16 to 19 years	N.A.	45.7	42.6	43.2	44.9	43.6	43.2	41.6	39.8	39.9	41.7
20 to 24 years	N.A.	83.7	78.8	79.3	78.8	80.6	79.8	79.2	78.7	79.4	79.1
25 to 34 years	N.A.	91.8	91.5	90.7	90.8	90.7	90.8	88.9	89.2	89.0	88.9
35 to 44 years	N.A.	91.0	89.3	90.9	90.6	90.4	89.1	89.3	89.8	89.7	90.0
45 to 54 years	N.A.	87.5	83.5	82.0	83.3	84.6	83.1	82.7	82.2	84.5	83.7
55 to 64 years	N.A.	69.5	67.6	65.5	67.9	64.8	61.7	62.1	61.9	62.6	58.9
65 years and over	N.A.	22.4	20.5	19.9	21.0	19.4	16.8	16.0	15.9	14.0	13.7

N.A. = Not Available

SOURCE: U.S. Department of Labor, Bureau of Labor Statistics.

Table A-11a. Civilian Employment/Population Ratios, Selected Years, 1970-1984

Characteristic	1970	1975	1978	1980	1981	1982	1983	1984
Total 16 years and over	57.4	56.1	59.3	59.2	59.0	57.8	57.9	59.5
Male	76.2	71.7	73.8	72.0	71.3	69.0	68.8	70.7
Female	40.8	42.0	46.4	47.7	48.0	47.7	48.0	49.5
Black	N.A.	50.1	53.6	52.3	51.3	49.4	49.5	52.3
White	57.5	56.7	60.0	60.0	60.0	58.8	58.9	60.5
Hispanic Origin	N.A.	53.4	57.2	57.6	57.4	54.9	55.1	57.9
Male Vietnam-era Veterans 30 years and over	N.A.	N.A.	92.2	90.9	90.5	87.4	86.3	88.5
Teenagers 16-19 years	42.3	43.3	48.3	46.6	44.6	41.5	41.5	43.7
Young adults 20-24 years	63.5	63.9	69.4	68.3	67.8	65.7	66.0	68.7
Older workers 65 years and older	16.4	13.0	12.7	12.2	11.9	11.5	11.3	10.7

N.A. = Not Available.

Table A-12. Persons at work in nonagricultural industries by age, sex, race,
and full-or part-time status, 1982-84 annual averages

Year and Characteristic	Total at Work (in thousands)	Percent Distribution			
		Total	On part- time for economic reasons	On volun- tary part- time	On full-time schedules
1982					
Total, 16 years and over	90,552	100.0	6.5	13.8	57.0
16 to 19 years	5,937	100.0	14.3	50.1	29.0
20 to 24 years	12,719	100.0	9.1	14.8	57.8
25 to 44 years	45,081	100.0	5.5	8.9	59.3
45 to 64 years	24,426	100.0	5.2	10.0	61.3
65 + years	2,389	100.0	5.1	48.0	33.5
Men, 16 years and over	50,757	100.0	5.5	7.2	56.7
Women, 16 years and over	39,795	100.0	7.7	22.1	57.3
White, 16 years and over	79,887	100.0	6.1	14.3	55.6
Black, 16 years and over	8,412	100.0	10.0	9.2	68.3
1983					
Total, 16 years and over	92,038	100.0	6.5	13.5	55.7
16 to 19 years	5,817	100.0	15.4	49.8	27.9
20 to 24 years	12,773	100.0	10.0	15.1	55.7
25 to 44 years	46,676	100.0	5.4	8.7	58.0
45 to 64 years	24,363	100.0	4.9	9.8	60.0
65 + years	2,408	100.0	4.9	47.9	33.3
Men, 16 years and over	51,396	100.0	5.4	7.2	55.0
Women, 16 years and over	40,642	100.0	8.0	21.5	56.4
White, 16 years and over	81,023	100.0	6.1	14.0	54.2
Black, 16 years and over	8,620	100.0	10.3	8.9	67.2

Table A-12. Persons at work in nonagricultural industries by age, sex, race,
and full-or part-time status, 1982-84 annual averages

Year and Characteristic	Total at Work (in thousands)	Total	Percent Distribution			
			On part- time for economic reasons	On volun- tary part- time	On full-time schedules	
					40 hours or less	41 hours or more
1984 (continued)						
Total, 16 years and over	96,246	100.00	5.7	13.2	55.0	26.1
16 to 19 years	5,939	100.00	13.2	50.3	28.9	7.7
20 to 24 years	13,296	100.00	9.1	14.7	55.6	20.6
25 to 44 years	49,859	100.00	4.7	8.4	57.1	29.8
45 to 64 years	24,804	100.00	4.4	9.9	58.6	27.2
65 + years	2,348	100.00	4.6	47.5	34.0	13.9
Men, 16 years and over	53,779	100.00	4.6	7.0	53.8	34.6
Women, 16 years and over	42,467	100.00	7.1	21.0	56.5	15.3
White, 16 years and over	84,315	100.00	5.3	13.7	53.5	27.5
Black, 16 years and over	9,356	100.00	9.5	9.1	66.4	15.0

SOURCE: U.S. Department of Labor, Bureau of Labor Statistics.

Table A-13. Number of unemployed persons and percent distribution of the unemployed, by duration of unemployment: annual averages, selected years 1970-84

(Numbers in thousands)

Duration of unemployment	: 1970	: 1973	: 1975	: 1977	: 1978	: 1979	: 1980	: 1981	: 1982	: 1983	: 1984
Total Number	4,093	4,365	7,929	6,991	6,202	6,137	7,637	8,273	10,678	10,717	8,539
Less than 5 weeks											
Number	2,139	2,224	2,940	2,919	2,865	2,950	3,295	3,449	3,883	3,570	3,350
Percent	52.3	51.0	37.0	41.7	46.2	48.1	43.1	41.7	36.4	33.3	39.2
5 to 14 weeks											
Number	1,290	1,314	2,484	2,132	1,923	1,946	2,470	2,539	3,311	2,937	2,451
Percent	31.5	30.1	31.3	30.5	31.0	31.7	32.3	30.7	31.0	27.4	28.7
15 to 26 weeks											
Number	428	483	1,303	913	766	706	1,052	1,122	1,708	1,652	1,104
Percent	10.4	11.0	16.5	13.1	12.3	11.5	13.8	13.6	16.0	15.4	12.9
27 weeks and over											
Number	235	343	1,203	1,028	648	535	820	1,162	1,776	2,559	1,634
Percent	5.7	7.8	15.2	14.8	10.5	8.7	10.8	14.0	16.6	23.9	19.1

SOURCE: U.S. Department of Labor, Bureau of Labor Statistics.

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